

Message Text

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ACTION SR-02

INFO OCT-01 EA-11 ISO-00 ORM-03 HEW-08 CIAE-00 DODE-00

PM-07 H-03 INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01

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COME-00 EB-11 FRB-02 TRSE-00 XMB-07 OPIC-12 CIEP-02

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P 011245Z OCT 73

FM AMEMBASSY PHNOM PENH

TO SECSTATE WASHDC PRIORITY 3228

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E. O. 11652: N/A

TAGS: E/AID, EGEN, CB

SUBJECT: RELIEF AND RESETTLEMENT: STEPPING UP ASSISTANCE TO WAR
DSIPLACED PERSONS

1. AS WASHINGTON IS AWARE THE PRINCIPAL DIRECTION OF THE U.S. REFUGEE ASSISTANCE EFFORT IN CAMBODIA HAS BEEN TO PLACE MAXIMUM RELIANCE ON U.S. VOLUNTARY AND INTERNATIONAL AGENCIES TO MEET ESSENTIAL REFUGEE NEEDS. THE DECISION IN LATE 1972 TO CHANNEL FUNDS THROUGH THESE AGENCIES WAS BASED UPON SEVERAL FACTORS, THE LACK OF GKR ADMINISTRATIVE EXPERIENCE IN THE FIELD, CEILING PROBLEMS WHICH PRECLUDED ADDING ADDITIONAL DIRECT HIRE STAFF AND THE EXPECTATION THAT THESE ORGANIZATIONS WHOULD BE ABLE TO EFFECTIVELY ASSIST WHAT WAS AT THAT TIME A RELATIVELY SMALL NUMBER OF REFUGEES THAT HAD NOT BEEN ABSORBED WITHIN THE EXTENDED FAMILY SYSTEM IN CAMBODIA.

2. AT THE INCEPTION OF THE VOLAG PROGRAMMING IN EARLY 1973 IT WAS THOUGHT THAT CRS AND ICRC WOULD CONCENTRATE ON MEETING MORE IMMEDIATE REFUGEE NEEDS AND CARE (AND LATER WVR) WOULD TAKE OVER THE MORE LONG-RANG RESETTLEMENT ACTIVITIES. THERE WAS
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REASON TO BELIEVE THAT BOTH FUNCTIONS COULD BE SUCCESSFULLY

UNDERTAKEN BY THE VOLAGS SINCE THE MOST SERIOUSLY AFFECTED REFUGEES NUMBERED IN THE LOW THOUSANDS AND WERE CONCENTRATED PRIMARILY IN A FEW REFUGEE CAMPS IN PHNOM PENH AND IN OUTLYING AREAS SUCH AS SVAY RIENG.

3. DURING THE PAST SEVERAL MONTHS, HOWEVER, THE REFUGEE SITUATION HAS STEADILY DETERIORATED. THE NUMBER OF REFUGEES GENERATED BY RECENT FIGHTING HAS DRAMATICALLY INCREASED AND THE JOB MARKET HAS BEEN UNABLE TO KEEP PACE. FOOD AND HEALTH PROBLEMS ARE MORE APPARENT THAN BEFORE. PERHAPS MORE OMINOUSLY, IT IS EVIDENT THAT THE EXTENDED FAMILY SYSTEM HAS REACHED THE SATURATION POINT AND THOSE WITHOUT FAMILY TIES ARE MORE AND MORE VISIBLE ALONG THE STREETS AND IN THE VACANT LOTS OF PHNOM PENH.

4. THE INDEPENDENT AGENCIES, IN PARTICULAR CRS AND ICRC, HAVE RESPONDED WITH CRASH PROGRAMS OF EMERGENCY ASSISTANCE BUT AT THE EXPENSE OF THE MORE BENEFICIAL LONG-RANG PROGRAMS. THE GKR EFFORT HAS BEEN AT BEST FRAGMENTARY, UNCOORDINATED AND INEFFECTUAL. IN SHORT THE PRESENT REFUGEE APPARATUS, BOTH GKR AND VOLUNTARY AGENCY COMBINED, HAS BEEN UNABLE TO COPE WITH AN INCREASINGLY SERIOUS SITUATION. IT IS CLEAR THAT ADDITIONAL EFFORTS WILL HAVE TO BE MADE IF WIDESPREAD SUFFERING IS TO BE AVOIDED.

5. OUR PROPOSED APPROACH TO THE REFUGEE PROBLEM IS TWOFOLD. FIRST, WE PLAN TO CONTINUE TO PROVIDE HELP, TO ALLEVIATE THE IMMEDIATE PROBLEMS OF THOSE IN DISTRESS. TOWARD THAT END WE PROPOSE TO CONTINUE TO PROVIDE, AND EXPAND, GRANTS TO THE VOLUNTARY AGENCIES AND INTERNATIONAL ORGANIZATIONS, TO PROVIDE FOR EMERGENCY FEEDING, CLOTHING, HOUSING AND MEDICAL CARE FOR REFUGEES²) SECONDLY, WE PROPOSE TO EXPAND CONSIDERABLY RESETTLEMENT EFFORTS. IT IS PARTICULARLY IN THIS LATTER AREA WHERE THE PROGRAM MUST EXPAND IF A GROWING PROBLEM OF HUMAN MISERY IS TO BE AVOIDED.

6. IMMEDIATE REFUGEE RELIEF-WE ARE SATISFIED THAT THE PROGRAMS WHICH VOLUNTARY AGENCIES AND INTERNATIONAL ORGANIZATIONS HAVE BEGUN WILL BE EFFECTIVELY DIRECTED TOWARD IMMEDIATE RELIEF NEEDS, AND BY AND LARGE WILL ONLY REQUIRE ADDITIONAL LIMITED OFFICIAL USE

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GRANT FUNDING. WE BELIEVE ALSO THAT THE GKR ROLE IN IMMEDIATE REFUGEE RELIEF COULD AND SHOULD BE EXPANDED AND TO THE EXTENT THAT THIS IS SUCCESSFUL THE VOLAGS WILL BE ABLE TO CONCENTRATE MORE ON LONGER TERM RESETTLEMENT. IN ADDITION TO IMMEDIATE REFUGEE RELIEF, HOWEVER, IT IS CLEAR THAT ADDITIONAL PROGRAM ACTIVITIES NEED TO BE UNDERTAKEN TO IMPROVE MEDICAL CARE. CLINICS AND REFUGEE RECEPTION CENTERS IN AREAS OF REFUGEE CONCENTRATION NEED TO BE STARTED OR IMPROVED. IN

ADDITION, GENERAL PUBLIC HEALTH MEASURES TO COUNTER THE THREAT OF EPIDEMIC DISEASES SHOULD BE CONTINUED. BUT THE ACUTE NEED NOW IS TO EXPAND THE CARE THAT THE EXISTING HOSPITAL SYSTEM OF CAMBODIA CAN PROVIDE. SOME OF THE HOSPITALS HAVE BEEN DESTROYED OR DAMAGED BUT EVEN THOSE WHICH HAVE NOT BEEN DAMAGED ARE SORELY OVERTAXED. FAIRLY MODEST EFFORTS DIRECTED AT IMMEDIATE TEMPORARY EXPANSION OF SERVICE ARE WHAT WE HAVE IN MIND. TOWARD THAT END, WE ARE PROVIDING 200 BED DISASTER HOSPITAL UNITS TO SERVE THE CIVIL GENERAL HOSPITALS. SOME LIMITED AMOUNTS OF ADDITIONAL EQUIPMENT AS WELL AS MEDICAL CONSUMABLES AND PHARMACEUTICALS WILL BE REQUIRED. SEPTTEL DEALS WITH PROPOSED ARRANGEMENT WITH WVRO TO OPERATE NEW EMERGENCY HOSPITAL IN PHNOM PENH. WE WOULD URGE ALSO THAT THE VOLAGS AND ICRC PROVIDE ADDITIONAL MEDICAL AND PARAMEDICAL PERSONNEL.

7. RESETTLEMENT-FOR THE INTERMEDIATE FUTURE THE MILITARY SITUATION WILL NOT PERMIT REAL PROGRESS TOWARD PERMANENT RURAL RESETTLEMENT IN AREAS FROM WHICH THE REFUGEES FLED. ALSO IT IS NOT DESIRABLE SIMPLY TO EXPAND THE EXISTING REFUGEE CAMPS OF WHICH, MERCIFULLY, THERE ARE BUT FEW. THUS, NEITHER LONG-TERM RESETTLEMENT PLANS NOR EXPANSION OF REFUGEE CAMPS ARE THE ANSWER TO THE CURRENT PROBLEM OF MOST OF THE REFUGEES IN NEED OF HELP. THE DIRECTION THAT THE RESETTLEMENT PROGRAM SHOULD TAKE IS TO PROVIDE MINIMALLY ADEQUATE HOUSING ON SMALL PLOTS OF LAND CLOSE TO THE CITIES WHICH WILL AFFORD BOTH OPPORTUNITY FOR EMPLOYMENT AND SUBSISTENCE FARMING. HOUSING, COSTING LESS THAN DOLS 500 PER HOMESTEAD, ON SMALL PLOTS OF LAND WHICH WILL PERMIT SOME VEGETABLE CULTIVATION AND THE MAINTENANCE OF PIGS OR CHICKENS AND DUCKS AND PERHAPS CATTLE, IN C
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L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SPC-03 SS-15

USIA-15 ACDA-19 IO-15 HEW-08 AID-20 COME-00 EB-11

FRB-02 TRSE-00 XMB-07 OPIC-12 CIEP-02 LAB-06 SIL-01

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8. GKR ORGANIZATION AND COORDINATION-IF THE PRESENT REFUGEE EFFORTS ARE TO BE EXPANDED, INDEED IF THE PRESENT LEVEL OF ACTIVITY IS TO BE EFFECTIVELY SUSTAINED, THE GKR MUST BECOME A MORE ACTIVE PARTICIPANT AND COORDINATOR. WITHOUT THIS CORE OF SUPPORT, THE VOLAG EFFECTIVENESS IS LIKELY TO BE MUCH LESS, AS ULTIMATELY MUCH OF THE BASIC LOGISTICAL SUPPORT, LAND SELECTION, LAND PREPARATION AND A HOST OF OTHER ACTIVITY DEPENDS UPON THE GKR'S ACTION OR LACK THEREOF. IT IS OUR CONCLUSION AND WE ARE RECOMMENDING THAT A SEMI-INDEPENDENT, ACTION ORGANIZATION IN THE FORM OF A COMMISSARIAT GENERAL BE CREATED TO CARRY OUT THIS VITAL OPERATIONAL ROLE. AS WE SEE IT THE COMMISSARIAT WOULD ABSORB MOST OF THE OPERATIONAL FUNCTIONS OF THE NOW MINISTRY OF REFUGEES AND SOCIAL ACTION AS WELL AS ACQUIRE (OR AT LEAST HAVE CLEAR ACCESS TO) TECHNICAL SUPPORT FUNCTIONS NOW SPREAD THROUGHOUT THE GKR BUREAUCRACY. IN SHORT THE COMMISSARIAT WOULD HAVE RESPONSIBILITY FOR THE WHOLE RANGE OF REFUGEE ACTIVITY EXCEPT POLITICAL AND PROPAGANDA FUNCTIONS. ITS MAJOR FUNCTION WOULD BE TO RESETTLE REFUGEES. MUCH WILL, OF
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COURSE, DEPEND ON THE GKR ACCEPTANCE OF THIS APPROACH AND ASSUMING THEY DO, THE PEOPLE WHO ARE SUBSEQUENTLY PICKED TO RUN THE COMMISSARIAT AS WELL AS THE AUTHORITY GIVEN IT.

9. STAFFING-IN ORDER TO PROPERLY COORDINATE THIS EXPANDED REFUGEE PROGRAM WE ARE PROPOSING SIX POSITIONS, FIVE OF WHICH ARE NEW, ESTABLISHED IMMEDIATELY WITHIN THE ECONOMIC SECTION:

(A) A SENIOR REFUGEE RESETTLEMENT ADVISOR- PRINCIPAL ROLE WILL BE TO SERVE AS ADVISOR TO THE COMMISSARIAT OF REFUGEES AS WELL AS SUPERVISE THE AMERICAN REFUGEE STAFF. EXPERIENCE IN SETTING UP AND RUNNING REFUGEE ASSISTANCE PROGRAMS AS WELL AS PROFICIENCY IN FRENCH WOULD BE REQUIRED.

(B) A MIDDLE LEVEL REFUGEE OFFICER-ROLE WOULD BE TO ASSIST IN ADVISORY EFFORT AS WELL AS ACT AS LIAISON WITH VOLUNTARY AGENCIES. KHMER WOULD BE PREFERABLE TO FRENCH, BUT ONE OR THE OTHER WILL BE NEEDED.

(C) MEDICAL ADMINISTRATOR-PRIMARY ROLE WOULD BE TO ASSIST THE GKR IN SETTING UP AND RUNNING TEMPORARY AND EMERGENCY MEDICAL FACILITIES AS WELL AS ADVISE THE VOLUNTARY AGENCIES IN THEIR MEDICAL ACTIVITIES. EXPERIENCE IN SETTING UP TEMPORARY MEDICAL RELIEF PROGRAMS WOULD BE ESSENTIAL AS WELL AS FRENCH.

(D) AGRICULTURAL ADVISOR-PROBABLY AN AGRONOMIST.
PRIMARY ROLE WOULD BE TO ASSIST GKR IN PLANNING AND IMPLEMENTATION
OF AGRICULTURAL ACTIVITIES ASSOCIATED WITH RESETTLEMENT PROGRAMS.
FRENCH (OR KHMER) NECESSARY.

(E) CIVIL ENGINEER- WOULD ADVISE GKR AND MISSION ON
WHOLE RANGE OF ENGINEERING PREPARATION NECESSARY TO SETTING
UP RESETTLEMENT AREAS INCLUDING ROADS, DIKES, IRRIGATION AND
CONSTRUCTION. FRENCH (OR KHMER) NECESSARY.

(F) SECRETARY-FRENCH NECESSARY.
THE PROGRAM POSITION NOW DEVOTED TO REFUGEE ACTIVITIES WOULD BE
INCLUDED IN THE SIX-PERSON STAFF.

10. FUNDING LEVEL-THE EXPANDED REFUGEE EFFORT WILL
NECESSITATE AN INCREASE IN OUR REFUGEE FUNDING LEVEL FOR FY 74
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FROM DOLS 4 MILLION TO PERHAPS DOLS 8 MILLION. THIS WOULD NOT
INCLUDE THE DOLS 500,000 PROPOSED FOR ICRC OPERATIONS IN CAMBODIA
UNDER THE IOG INDOCHINA GRANT NOR WOULD IT INCLUDE COUNTERPART
CONTRIBUTIONS THAT WE PLAN TO MAKE TO THE GKR REFUGEE
COMMISSARIAT FOR RECEPTION AND RESETTLEMENT ACTIVITIES. WHILE
THE FOLLOWING PROPOSED BUDGET IS SOMEWHAT ILLUSTRATIVE AT THIS
TIME, IT NONETHELESS REFLECTS THE PROGRAM MAGNITUDE THAT WILL
BE REQUIRED TO CARRY OUT WHAT WE BELIEVE IS ESSENTIAL.

PROPOSED BUDGET FY 74 REFUGEE PROGRAM

I. VOLAG OPERATIONS

CRS	\$3,000,000
WVR	1,250,000
CARE	500,000

\$4,750,000

II. U. S. DIRECT-HIRE PERSONNEL

SALARY, BENEFITS, SUPPORT
COSTS AND VEHICLES 300,000

III. PARTICIPANT TRAINING 50,000
TRAINING IN VIETNAM AS WELL
AS OTHER SHORT-TERM COURSES

IV. CONTRACT SERVICES 350,000
AIR FREIGHT, AIR AMERICA AND
EMERGENCY SERVICES

V. SUPPLIES & EQUIPMENT
HOSPITAL & MEDICAL EQUIPMENT 1,500,000

SUPPLIES AND EQUIPMENT FOR
REFUGEE RECEPTION AND
RESETTLEMENT (INCLUDES TOLLS,
PUBLIC WORKS, EQUIPMENT,
TENTS, ETC. 1,000,000
VEHICLES (FOR GKR OPERATIONS) 50,000
2,550,000
TOTAL \$8,000,000

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11. WE WOULD APPRECIATE WASHINGTON COMMENTS AND SUGGESTIONS
ON THE PROPOSAL CONTAINED HEREIN. ON OUR PART WE PLAN TO
APPROACH THE GKR SHORTLY WITH A PROPOSAL TO FORM A REFUGEE
COMMISSARIAT. WE BELIEVE THAT RECRUITMENT OF THE SENIOR
ADVISOR SHOULD BEGIN IMMEDIATELY SO THAT HE AT LEAST MAY BE
ABLE TO PARTICIPATE IN THE FORMATIVE STAGES OF THE STEPPED
UP REFUGEE EFFORT.

12. AS REGARDS HEADSPACE, ADDITIONAL FIVE AMERICANS
WOULD BRING OUR AUTHORIZED TOTAL SLOTS TO 206. WE
ARE EXPLORING VARIOUS WAYS TO REDUCE THE TOTAL.
ABSENCES AND CAREFUL PROGRAMMING SHOULD ENABLE US TO
KEEP US PERSONNEL PHYSICALLY IN-COUNTRY AT ANY ONE TIME
TO 200 OR LESS, AS REQUIRED BY SECTION 656 OF THE FOREIGN
ASSISTANCE ACT. WE HAVE SCRUPULOUSLY RESPECTED THAT
PROVISION IN THE PAST AND WILL CONTINUE TO DO SO.

13. DECONTROL OCTOBER 1, 1974.
ENDERS

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